

Section 15. Federal Social Welfare Programs in Outlying Areas

The following table shows the outlying areas in which the major Federal social welfare programs are in effect and those areas in which they are not in effect.

The word ``yes'' in the column headed ``covered'' under each outlying area designates that Federal law permits the program to operate in that area. The column headed ``special rules'' notes whether the program operates in that area according to the same rules that apply in the States or according to different rules. The notes to the table explain the nature of any special rules.

The programs included in the table are:

- Aid to families with dependent children (AFDC)
- Aid to the aged, blind, or disabled (AABD)
- Supplemental security income (SSI)
- Food stamps
- Medicaid
- Medicare
- Old-age, survivors, and disability insurance (OASDI)
- Unemployment compensation
- Earned income tax credit (EITC)
- Maternal and child health (MCH) block grant
- Title IV-B child welfare services
- Title IV-E foster care and adoption assistance
- Title XX social services
- School lunch and school breakfast
- Special supplemental food program for women, infants, and children (WIC)
- Summer food service
- Child care food

In general, extension of these programs to jurisdictions other than States requires that the law authorizing the

program
specify the area as eligible to participate. Thus, where
the
table indicates that the area is not covered ('`no'' under
the
column headed ``covered''), the program cannot be
implemented
without a change in Federal law.

In some cases, a program is available to outlying areas
by
law, but the jurisdiction has not implemented it (these
programs are noted by footnotes ``2'', ``3'' or ``14''). In
addition, all programs administered by the U.S. Department
of
Agriculture may be extended to outlying areas at the
discretion
of the Secretary of Agriculture, even though the area is
not
specifically mentioned in the authorizing legislation.
(These
programs are noted by footnote ``7''.) Where such programs
have
not been implemented, they could be if the Secretary were
to
authorize operation.

TABLE 15-1.--FEDERAL SOCIAL WELFARE PROGRAMS IN THE
OUTLYING AREAS

Marshall Islands and					
Program		Puerto Rico		Virgin Islands	
Guam		Northern Marianas		American Samoa	
Micronesia		Palau			
		Covered	Special	Covered	Special
Covered	Special	Covered	Special	Covered	Special
Covered	Special	Covered		Special	
		rules		rules	
rules		rules		rules	
rules		rules			

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AFDC                Yes      Yes \1\  Yes      Yes \1\      Yes
Yes \1\    Yes \2\  Yes \2\      Yes \3\  Yes \3\      No
No
AABD                Yes      No      Yes      No      Yes
No      No \2\      No      No      No
No
SSI                  No      No      No      No      No
Yes      No      No      No      No
No
Food stamps          Yes \4\  Yes \4\  Yes      Yes \5\      Yes
Yes \5\    Yes      Yes \6\      No \7\      No
No
Medicaid             Yes      Yes \8\  Yes      Yes \8\      Yes
Yes \8\    Yes      Yes \8\      Yes      Yes \8\      No
No
Medicare              Yes      Yes \9\  Yes      Yes \10\     Yes
Yes \10\   Yes      Yes \10\      Yes      Yes \10\     No
No
OASDI                Yes      No      Yes      No      Yes
No      Yes      No \11\      Yes      No      NA
No
Unemployment
  compensation  Yes      No      Yes      No      No
No      No
No
EITC                No \12\      No \12\      No
\12\      No \12\      No \12\
No \12\      No \12\
Maternal/child
  health          Yes      No      Yes      No      Yes
No      Yes      No      Yes      No      Yes
No      Yes      No
Child welfare        Yes      Yes \13\  Yes      Yes \13\      Yes
Yes \13\   Yes      Yes \13\      Yes      Yes \13\      No
No
Foster care/
  adoption          Yes \14\  Yes \13\  Yes \14\  Yes \13\      Yes
\14\ Yes \13\  Yes \14\  Yes \13\      Yes \3\  Yes \3\

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No		No				
Social services	Yes	Yes \13\	Yes	Yes \13\	Yes	
Yes \13\	Yes \14	Yes \13\	Yes	Yes \13\	No	
No						
School lunch/						
breakfast	Yes \15\	Yes \17\	Yes	Yes \17\	Yes	
Yes \17\	Yes	Yes \17\	Yes	Yes \16\	No	
Yes	Yes \18\					
WIC	Yes	No	Yes	No	Yes	
No	Yes \14\	No	Yes \14\	No	No	
Yes \14\	No					
Summer food						
service	Yes	No	Yes	No	Yes	
\14\ No	Yes \14\	No	Yes \14\	No		
No		Yes \14\	Yes			
Child care food	Yes	No	Yes	No	Yes	
No	Yes \14\	No	Yes \14\	No	No	
Yes \14\	Yes					

 \1\ The Federal matching rate is 75 percent rather than a rate based on per capita income. However, the Social Security Act sets a dollar maximum on Federal payments for AFDC, Emergency Assistance, AABD, and Foster Care and Adoption Assistance, combined

\2\ The Northern Mariana Islands do not operate an AFDC or an AABD program. However, section 502 of P.L. 94 09241 specifies that all Federal services and financial assistance programs applicable to Guam shall be applicable to the Northern Marianas.

Nevertheless, this provision is irrelevant with respect to the AABD program because the Northern Marianas operate the SSI program which replaces AABD.

\3\ Since October 1, 1988, jurisdiction has been eligible to participate, but has not implemented this program. If the program were implemented, the Federal matching rate would be 75 percent. However, the Social Security Act sets a dollar maximum on Federal payments for both AFDC and Foster Care and Adoption Assistance, combined.

\4\ Puerto Rico receives a block grant of Federal funds with which it operates a cash Nutrition Assistance program for needy households under rules similar to food stamps.

\5\ The regular Food Stamp program operates in the Virgin Islands and Guam, except that benefit levels differ from those for the 48 contiguous States (recognizing substantially higher food prices), and the degree to which recipients' income is

``disregarded'' for excessively high nonfood living expenses differs from the 48 States (recognizing significant differences in these costs of living). Similar adjustments also are made for Alaska and Hawaii.

\6\ Under the terms of the 1976 covenant with the Commonwealth and P.L. 96 09597 a variant of the regular Food Stamp program operates in the Northern Mariana Islands. The four basic differences from the regular Food Stamp program are: (1) Federal funding is limited to \$3.7 million; (2) benefit levels are significantly higher than in the 48 contiguous States; (3) income eligibility limits are substantially lower than in the 48 States; and (4) a portion of each recipient's food stamp allotment (25

percent) must be used to purchase locally produced food (coupons for local food are differentiated by color).

\7\ P.L. 96 09597 (Sec. 601(c)) authorizes the Secretary of Agriculture to extend, at his discretion, the Food Stamp program (and other Agriculture Department programs) to American Samoa. If the Secretary chooses to extend the programs to Samoa, he may specify special rules for the program.

\8\ The Federal matching rate is 50 percent rather than a rate based on per capita income, and Sec. 1108(c) of the Social Security Act sets a dollar maximum on Federal Medicaid payments to the territories.

\9\ Hospital reimbursement rates under the prospective payment system in Puerto Rico are lower than in the States.

\10\ Hospital prospective payment system is not applicable.

\11\ Currently operating under transitional rules until coverage is complete.

\12\ Some U.S. Government employees who are subject to the

U.S. income tax while assigned to work in a U.S. territory might be eligible for EITC, but the general population would not be eligible.

\13\ Special rules govern how funding allocations are made to these jurisdictions (or would govern if the jurisdiction elected to implement the program), as distinct from the way allocations are made to States.

\14\ Jurisdiction is eligible to participate, but has chosen not to implement this program.

\15\ Definition of ``school'' includes nonprofit child care centers in Puerto Rico.

\16\ American Samoa receives an annual grant to operate its school food service programs.

\17\ Different payment rates for meals served apply to Puerto Rico, the Virgin Islands, Guam, and the Northern Marianas.

\18\ Palau receives an annual grant to operate its school food service programs.

Source: Congressional Research Service.

Table 15-2 shows the benefit expenditures for the territories for the programs of old-age assistance, aid to the blind, aid to the permanently and totally disabled, aid to families with dependent children (AFDC), supplemental security income (SSI), food stamps, child nutrition, and special supplemental food program for women, infants, and children (WIC) for fiscal years 1970 through 1990. As can be seen in the table, total expenditures for the nutrition programs, including food stamps and programs such as school lunch and school breakfast, overwhelm the amount of money spent on programs such as AFDC. This variation exists because AFDC and other cash assistance programs are capped at significantly lower levels

than the nutrition programs.

TABLE 15-2.--TOTAL BENEFIT EXPENDITURES ON ADULT PROGRAMS,
AFDC, SSI, FOOD STAMPS, CHILD NUTRITION, AND WIC,
SELECTED YEARS, FISCAL
YEAR 1970-92

[In thousands
of dollars]

Fiscal year--

1970	1975	1980	1985	1990	1992
Guam:					
OAA\1\					
\$191	\$432	\$645	\$757	\$1,425	\$1,455
AB\2\					
5	5	13	7	6	3
APTD\3\					
37	113	213	308	323	222
AFDC					
708	1,728	3,324	2,683	5,047	7,800
SSI					
NA	NA	NA	NA	NA	NA
Food stamps					
NA	3,540	14,581	18,316	14,522	28,230
Child nutrition\4\					
\6\380	\6\1,250	2,670	3,680	3,060	3,166
WIC\5\					
NA	NA	NA	1,270	2,490	3,068
Puerto Rico:					
OAA\1\					
3,390	4,000	4,309	6,676	6,446	6,317
AB\2\					
116	73	58	118	135	128
APTD\3\					

2,342	2,738	3,930	9,909	11,399	12,781
AFDC.....					
25,261	26,434	59,105	62,953	73,162	76,900
SSI.....					
NA	NA	NA	NA	NA	NA
Food stamps.....					
NA	261,006	825,126	789,400	895,474	972,561
Child nutrition\4\.....					
\6\13,34					

0 \6\44,14

0	84,200	131,350	137,860	149,609	
WIC\5\.....					
NA	\6\2,210	17,140	57,970	87,780	105,903
Virgin Islands:					
OAA\1\.....					
163	186	191	224	303	329
AB\2\.....					
4	5	4	3	13	6
APTD\3\.....					
32	73	152	200	434	431
AFDC.....					
633	1,928	1,397	2,795	2,958	3,500
SSI.....					
NA	NA	NA	NA	NA	NA
Food stamps.....					
NA	5,916	18,951	23,061	18,355	18,517
Child nutrition\4\.....					
\6\380	\6\1,960	3,560	5,330	4,250	4,416
WIC\5\.....					
NA	\6\610	1,120	3,980	4,780	5,223
Northern Marianas:					
SSI.....					
NA	NA	1,379	1,784	1,926	2,045
Food stamps.....					
NA	NA	NA	2,000	1,585	1,858
Child nutrition\4\.....					
NA	NA	270	2,000	2,540	2,746

\1\Old-age assistance.

\2\Aid to the blind.

\3\Aid to the permanently and totally disabled.

\4\Child nutrition includes school lunch, school breakfast, child care food, summer service, nutrition education and training, state administrative expenses, and special milk programs. Also includes the value of commodities provided for meal service programs, except where otherwise noted.

\5\WIC-Special Supplemental Food Program for Women, Infants, and Children--amounts reflect the value of monthly food packages and costs for nutrition services and administration.

\6\Cash assistance only. Data not available on commodity donations for those years.

Source: Congressional Research Service.